

KENYA LEARNING SERIES

Why Program-Based Budgeting Is Not Sufficient to Plan Care Policies

▶ WEBINAR | TUESDAY, FEBRUARY 24 | 3 PM EAT (7 AM EST)



CARE–BSDD Kenya Series



Informing A Smarter World



From Demographic Change to Care-Responsive Budgeting

February – March 2026

**Introduce yourself in the chat! (name, organization, and location).
If you have any questions, please submit them through the “Q & A” function.
Feel free to share reflections and comments in the chat at any point!**

**Présentez-vous dans le chat (nom, organisation et lieu).
Si vous avez des questions, merci de les soumettre via la fonction “Q & A”.
N’hésitez pas à partager vos réflexions et commentaires dans le chat à tout moment.**

Housekeeping Announcements



PRB

Session 4



Informing A Smarter World



Why Program-Based Budgeting is Not Sufficient to Plan Care Policies



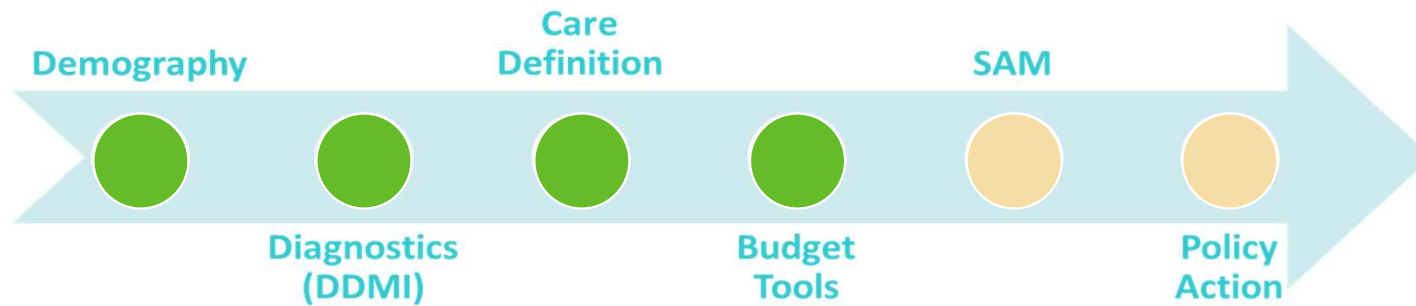
CARE–BSDD Kenya Series

From Demographic Change to Care-Responsive Budgeting

February 24, 2026

Where We Are in the Series

- ⇒ Tier 1: Demographic Transition, DDMI
- ⇒ Tier 2: Defining Care
- ⇒ Tier 3: Budget Reform Tools (Today)



Today's Agenda

⇒ *Defining and Locating Care Work within the Economy*

Why program-based budgeting is not sufficient to plan for care policies	The limitations of program-based budgeting in capturing cross-cutting functions like care
Budgeting for Care	The importance of explicitly defining, classifying, and tracking care-related expenditures within the budget framework.
Kenya's Budgeting Reforms Introducing the Zero-Based Budgeting Framework	An overview of Kenya's shift to ZBB, justification of expenditures, reprioritization, and results-based allocations.
Q&A	Your questions and comments

The Budgeting Framework Most of Us Operate Within

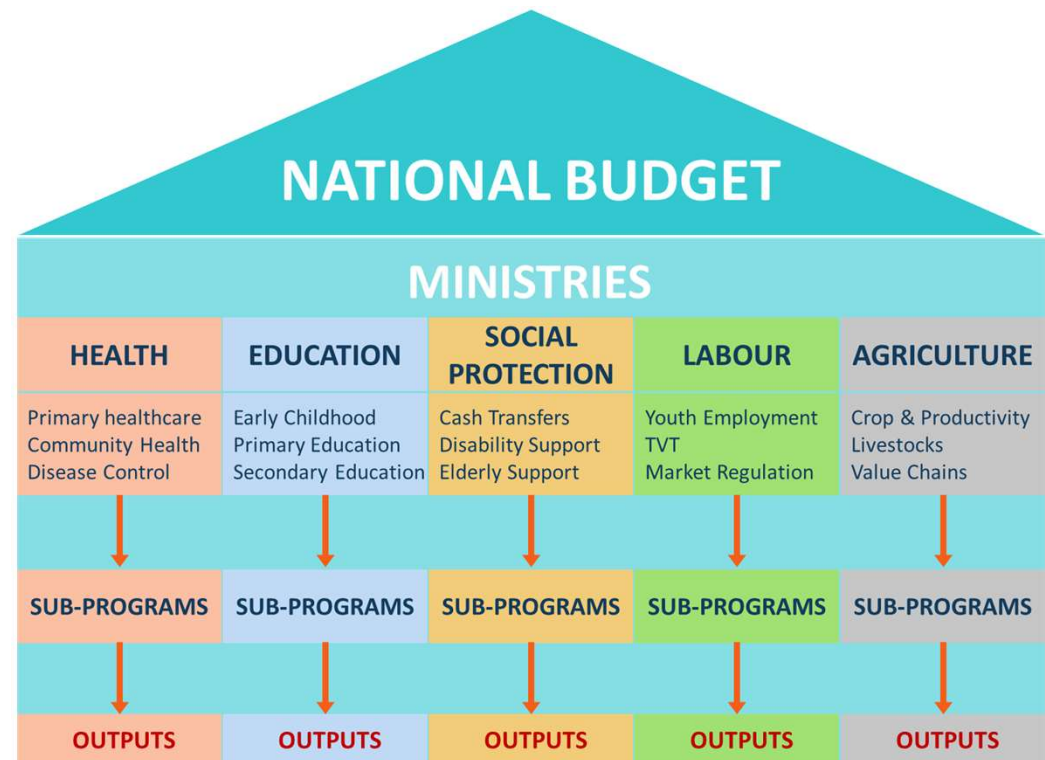
⇒ What is each ministry doing with the resources allocated to it?

⇒ Organized by ministries and programs

⇒ Links spending to objectives and outputs

⇒ Designed to improve performance and accountability

⇒ Sector-based structure



Budgeting for Care



FaithAnn Kinyanjui

Senior Program Officer,
Bajeti Hub

⇒ Program-Based Budgeting in practice

⇒ Strengths and weaknesses of PBB



Session 4: Guest Speaker - FaithAnn Kinyanjui

Budgeting for Care



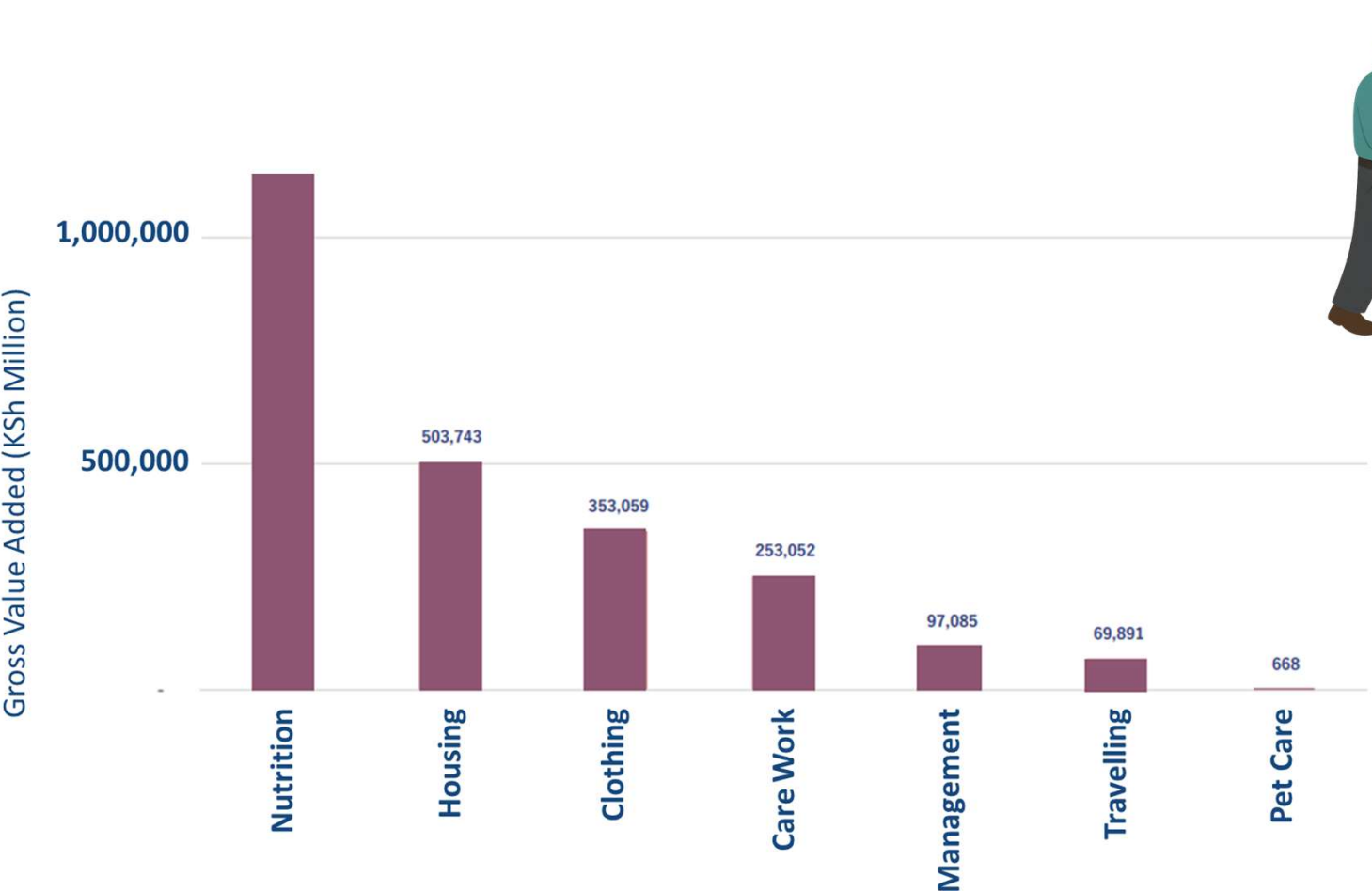
CARE–BSDD Kenya Series

February 24, 2026

From Demographic Change to Care-Responsive Budgeting

www.prb.org

The Economic Value of Care Work (KNBS 2025)



Types of Budget Classifications

Administrative

Who spends the money?

Economic

What is the money spent on?

Functional/Program

For what purpose is the money spent on?

What is Program-Based Budgeting?

- ⇒ A shift from the traditional line-item budgeting that focused on inputs.
- ⇒ This approach to budgeting focuses on outcomes.

INPUTS	OUTCOMES
What is bought	What is achieved
Stationery Equipment Salaries Supplies	Improved access to water Increased school enrollment Reduced disease incidence

Program Based Budgets focus on what government does rather than what it buys.
(World Bank Group)

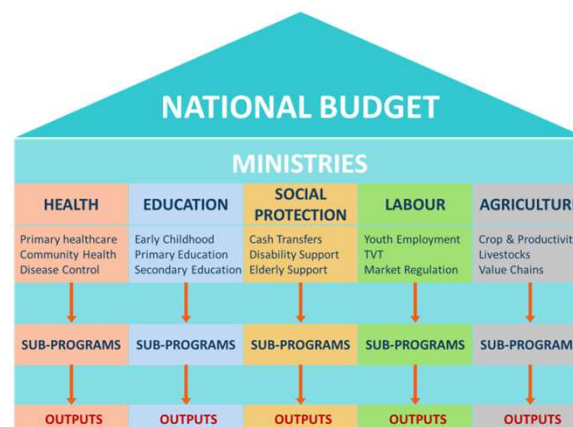
Why program-based budgets?

⇒ Strengths

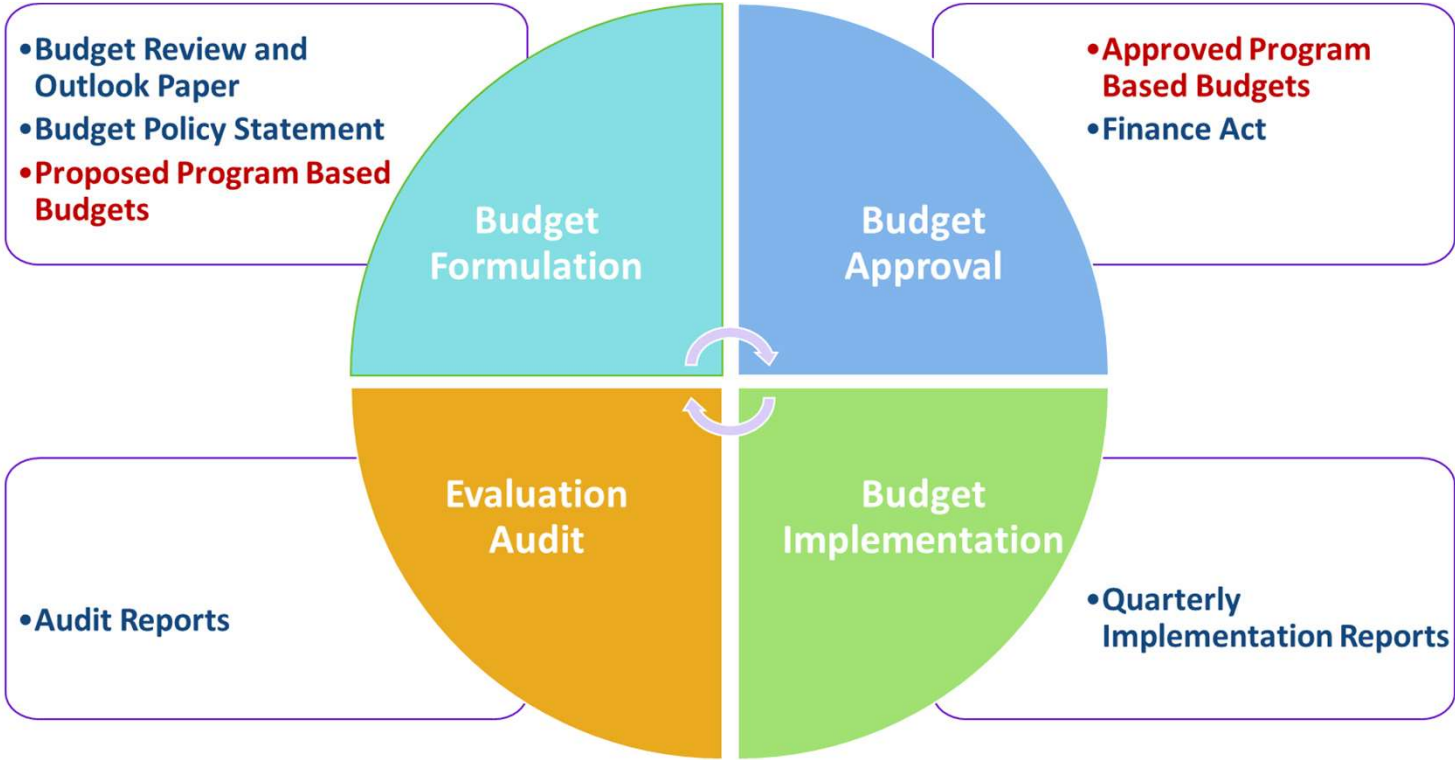
- Aligns spending with policy goals (objective-oriented).
- Focuses on outputs and outcomes and not just inputs.
- Enables tracking (transparency and hence accountability).
- Medium term planning.

⇒ Gaps/Weaknesses

- Defining and structuring programs.
- Design and use of targets and indicators.
- Costing of programs.
- Linkage with other planning and budgeting documents.
- Cross-sectoral coordination and linkages.



Program-based Budgeting in the Context of Kenya



Components of the program-based budget

Revenue information

Budget narratives (overall goals & objectives)

Summary of departmental/ministerial budgets

Programs and subprograms

Baselines, indicators, targets, and timelines

Personnel Costs

Capital projects

Information on Public Participation



Snippet: Objectives Section (Program-Based Budget 2025/2026)

PART D. Programme Objectives

Programme

Objective

0908000 Social Development and Children Services	To mobilize and empower individuals, families, groups, and communities for the enhanced realization of their rights and livelihoods.
0909000 National Social Safety Net	To enhance coordination of social protection initiatives and provide support to vulnerable groups, including children and individuals with disabilities, to enable them fulfill their fundamental human needs and lead lives of dignity.
0914000 General Administration, Planning and Support Services	To enhance the support functions for the State Department, ensuring the effective and efficient delivery of services.

Snippet: Program Section Layout (PBB 2025/2026)

1185 State Department for Social Protection and Senior Citizens Affairs

PART E. SUMMARY OF PROGRAMME OUTPUTS AND PERFORMANCE INDICATORS FOR 2025/2026 - 2027/2028

Sub Programme: 0909010 Social Assistance to Vulnerable Groups

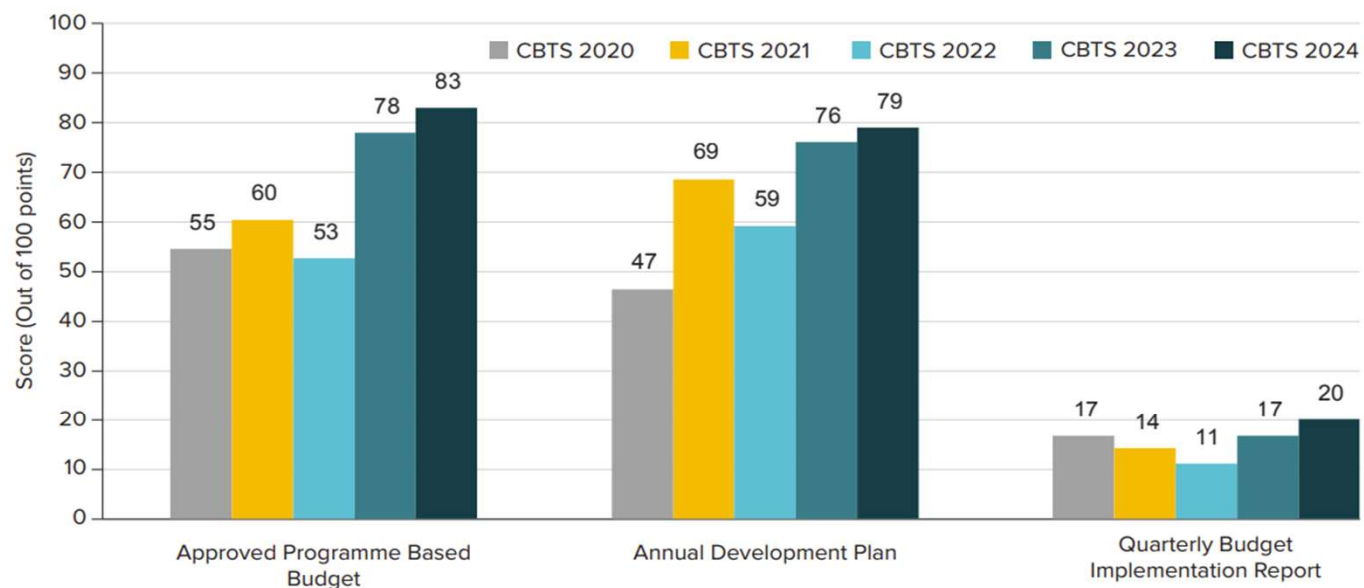
Delivery Unit	Key Output (KO)	Key Performance Indicators (KPIs)	Targets 2025/2026	Targets 2026/2027	Targets 2027/2028
1185000300 Social Protection Secretariat	Social Services	Upgraded and maintained Enhanced Single Registry	1	1	1
		No. of counties rolling out & implementing the On- Demand Registration under the Enhanced Single Registry	-	15	22
		% of vulnerable households registered under the ESR	73	75	77
1185001200 Cash Transfers-BETA	Social Services	No. of male older persons receiving cash transfers	599,735	737,141	737,141
		No. of female older persons receiving cash transfers	938,046	1,152,965	1,152,965
		No. of households with male PWSDs care givers receiving cash	56,013	56,013	56,013
		No. of households with female PWSDs care givers receiving cash	45,829	45,829	45,829



CONSIDERATIONS IN IMPROVING PROGRAM-BASED BUDGETING

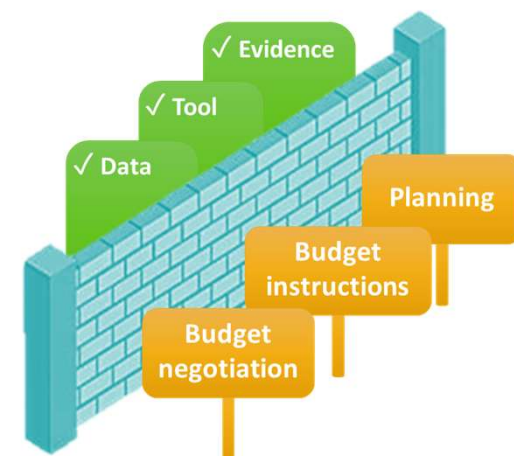
Strengthen linkage with other planning and budgeting documents

Figure 3.5: The level of non-financial information across Key Budget Document CBTS 2020-2024



Source: Bajeti Hub | CBTS data analysis

Across the budget cycle, counties provided 83% of the required non-financial information in the approval stage, higher than 78% in CBTS 2023. The level of non-financial information provided still remains the lowest in the implementation stage, a trend seen since CBTS 2020. The CBTS 2024 results finds that while counties made progress by providing more information in their Quarterly Budget Implementation Reports (CQBIRs), most counties (80%) still failed to provide *any* non-financial performance on both planned and achieved outputs or outcomes (targets).



Enhance Visibility of Care in Planning and Budgeting Documents

SECTOR/POLICY AREA	PROPOSAL/COMMENT	WAY FORWARD/ACTION TAKEN/RESPONSE
Annexes	<p>The BPS to have a paragraph or annex dedicated to how budget has lived to the budget guidelines need to emphasize gender and children (41.3 percent of population). The budget proposal and budget statement to have an annex on children's issues. National Treasury through implementation of the new Standard Chart of Accounts (SCOA) and IFMIS re-configuration to enable budget tagging for spending on children, gender and climate. The OCoB expenditure report to Parliament to have an annex on gender and children. The Office of the Auditor General to provide audit reports on expenditure on children and gender.</p>	<p>The National Treasury acknowledges the proposal to enhance the visibility and tracking of expenditure on gender and children in the budget framework. While the 2026 Budget Policy Statement does not include a standalone annex on these groups, their priorities are mainstreamed across the document through targeted sub-sections (1.3.7, 1.38, and 3.4), and sectoral interventions in health, education, social protection, Gender-based violence prevention and child welfare.</p> <p>At present, there is no explicit gender- or child-specific budget tagging within SCOA or IFMIS; however, ongoing public financial management reforms and programme-based budgeting provide a basis for considering such mechanisms in future. Gender and children's issues are currently addressed through sectoral policies and programmes implemented by line ministries, with continued prioritisation of resources to these groups.</p> <p>Existing accountability frameworks, including Controller of Budget and Auditor-General reports, already support oversight of expenditures benefiting women and children. The proposal to introduce specific annexes is noted for consideration within future PFM reforms.</p>



Defining and Costing Care Interventions



**Targeted
Interventions?**



**Integrated
Interventions?**



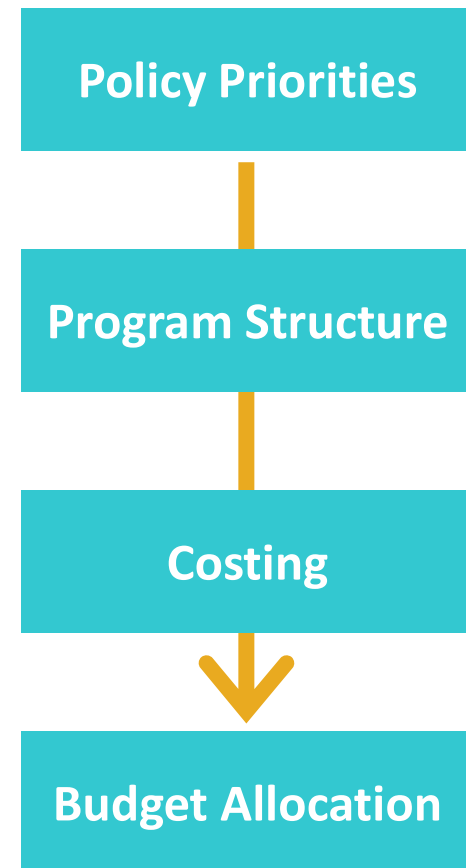
BOTH



The PBB is a Public Finance Management Tool

- ⇒ An approach to budgeting
- ⇒ Reliant on how policy priorities are framed and structured for budgeting including costing.

⇒ **If priorities are not clearly structured, budget visibility is limited.**



Thank You



FaithAnn Kinyanjui

www.prb.org

Budgeting for Care



FaithAnn Kinyanjui

Senior Program Officer,
Bajeti Hub

- ⇒ Program-Based Budgeting introduced to improve accountability, align spending with policy objectives, and strengthen medium-term planning.
- ⇒ Works well when policy priorities are vertically structured.

Why Zero-based Budgeting Changes the Conversation

Under Zero-Based Budgeting

- ⇒ Expenditures must be justified from the ground up.
- ⇒ Allocations are not automatically carried forward.
- ⇒ Ministries must demonstrate alignment and value for money.



What This Means

- ⇒ Increased scrutiny
- ⇒ Greater demand for clarity
- ⇒ Stronger justification requirements



Key Implication for Care

- ⇒ If a function is fragmented or not explicitly defined, it becomes harder to justify and defend.



Budgeting for Care



Dr. Muigai Wainaina

Director, State Department
for Economic Planning,
The National Treasury,
Kenya

- ⇒ Kenya's transition toward Zero-Based Budgeting
- ⇒ Increasing scrutiny and clarity

Session 4: Guest Insights
Dr. Muigai Wainaina – National Treasury, Kenya



Kenya Zero-Based Budgeting Framework

CARE–BSDD Kenya Series

February 24, 2026

From Demographic Change to Care-Responsive Budgeting

www.prb.org

How Kenya's shift to ZBB intensifies the need for functional clarity

⇒ Kenya's Current Budgeting Context

- Transitioning toward Zero-Based Budgeting
- Still operating within a PBB framework

⇒ ZBB requires:

- Justification of expenditures from the ground up
- Clear prioritization
- Demonstration of value for money

Why ZBB increases the need for functional clarity.

Why care expenditures remain invisible in planning documents.

What practical tools are missing to strengthen care budgeting.

Why functional clarity matters


⇒ **ZBB rewards precision.**

Under ZBB

- Clarity on what function is meant to achieve.
- Clarity on how programs are structured.
- Clarity on how expenditures link to policy outcomes.

⇒ If care is not clearly defined as a functional area, it becomes difficult to justify it as a priority line item.

⇒ If care is fragmented across sectors and not explicitly labeled, it risks being overlooked during reprioritization.




**Under ZBB,
precision
determines
priority.**

Care expenditures are often omitted because they are not explicit

⇒ Care-related spending often exists — but it is not identified as “care”.

- Early childhood development under education.
- Community health volunteers under health.
- Social protection transfers under social services.
- Support for people with disabilities elsewhere or everywhere


⇒ Nowhere in the planning and budgeting documents is “care” identified as a cross-cutting function




What is not
requested is
rarely
articulated.

Sector Capacity Gaps and Reliance on the National Treasury

⇒ Limited budgeting capacity across public institutions

- 
- Sectors focus on compliance rather than strategic framing.
 - Cross-cutting themes like care are deprioritized because they do not neatly fit into existing templates.

- 
- Treasury provides ceilings and structure.
 - Sectors must interpret and populate these frameworks.

⇒ Without clear guidance on how to classify and present care expenditures, sectors may default to traditional categories, leaving care under-articulated.

Practical templates for functional care budgeting


⇒ **No structured templates integrating care**

Key gaps :

- Care not defined as a functional category.
- Care expenditures not aligned with national budget ceilings.
- Care not integrated into annual budget circulars.
- Care not linked outputs to performance indicators.

Potential improvement:

- A functional mapping tool to tag care-related expenditures.
- Standard care-related guidance notes in budget circulars.
- Templates to consider care at the point of prioritization.
- Clear performance indicators for care investments.



**From implicit
spending to
structured,
measurable care
investment.**

The goal is to refine existing systems

⇒ Without adapted tools, care budgeting remains reactive rather than strategic.

Progress

- Kenya's budgeting reforms are improving accountability.
- ZBB demands greater clarity and coordination.

- ⇒ If care is not explicitly defined in planning frameworks, it risks being under-prioritized.
- ⇒ Care must be explicit, measurable, and aligned with fiscal cycles to become a clearly budgeted public investment.



Clarity requires
tools, not just
commitment.

Thank You



Dr. Muigai Wainaina – National Treasury, Kenya

www.prb.org

Budgeting for Care



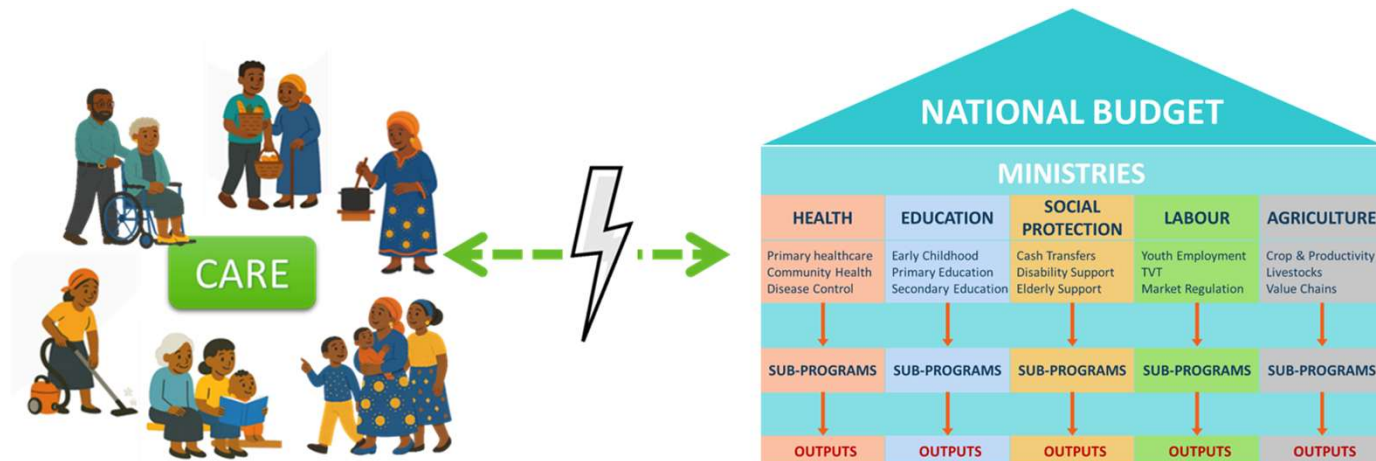
Dr. Muigai Wainaina

Director, State Department
for Economic Planning,
The National Treasury,
Kenya

- ⇒ Strengthens accountability and demands stronger justification of expenditures.
- ⇒ Raises the bar for clarity.

Q&A

- ⇒ Your questions and insights on budgeting process and care integration.
- ⇒ How does this resonate with your context?



Key Takeaway and Bridge

- ⇒ Care is cross-cutting.
- ⇒ Program-Based Budgeting is sectoral.
- ⇒ Zero-Based Budgeting increases scrutiny.
- ⇒ Care is rarely explicitly classified.

Without explicit framing, governments cannot:

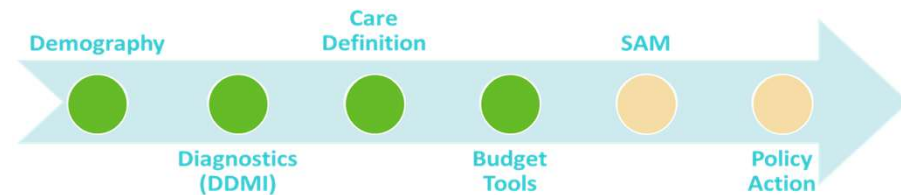
- See total care expenditure
- Align spending with demographic trends
- Compare allocations across sectors
- Prioritize strategically.

What is missing

- **Not more programs — but a functional lens.**

Next session

Introducing Demographic Dividend Sensitive Budgeting, a tool to link demographics, budget functions, and public policies.





Thank You

Reena ATUMA – PRB

Ratuma@prb.org

www.prb.org